**To:** Justice Information Board Members and Designees

**From:** Brian LeDuc, JIN Program Director

**Date:** 10/14/2003

**Re:** Summary of Report for October 21 meeting

Below is a summary of the materials that are included in conjunction with my report to the Board at the October meeting.

1. Technical Advisory Group (TAG) Update

The TAG met on October 8 to discuss the upcoming Request for Information (RFI) and the Proposed JIN Technical Standards. The group suggested modifications to the RFI and endorsed its issue. The proposed timeline for the RFI is as follows:

| | |
|---|---|
| RFI issued | October 27, 2003 |
| Respondent questions and comments due | November 7, 2003 |
| Responses to Respondent questions | November 24, 2003 |
| Responses due | December 12, 2003 |
| Evaluation of Submissions | December 22, 2003 |
| Invitation for Oral Presentations | January 5, 2004 |
| Selection of Proof of Concept/Pilot | January 5, 2004 |
| **REQUEST FOR PROPOSAL** | Upon completion of proof of concept/pilot, Board approval, development of funding plan. |

The TAG also endorsed the creation of more general policies and guidelines to accompany the technical components. I will assemble existing JIN and ISB material to help inform our next discussion.

*2. SEARCH Review of MTG Report*

In response to a request for Technical assistance, SEARCH prepared comments to the 2002 MTG *Implementation Recommendations*. A summary of the highlights of those comments is as follows:

- The governance structure is established to make policy-level decisions. The governing body should oversee activities under a strategic plan that charts the course for integration.
- A formal process must be adopted to monitor and manage project activities. Each justice organization must "buy in" to the process and agree to work within its constraints.

- Decisions about adding, deleting, and prioritizing JIN projects should be driven by goals, objectives, and strategies articulated in a strategic plan or equivalent document that has been accepted or adopted by the Board.
- Additional time spent adjusting the language of strategic planning documents will not be productive.
- A hub and spoke approach is the only viable solution.
- By creating a master index, the state will ensure that networks and applications are accessed efficiently and that response time is optimal.

Website Redesign

I have added numerous links to the JIN website and have reviewed some initial concept prototypes. Only seven people have provided responses to the Customer survey.

Memorandum from the Governor

The Chief of the WSP and the heads of the departments of Corrections, Information Services and Licensing met with Garry Austin, OFM, to discuss the impact of the Governor's recent memorandum on the JIN Program office. At that meeting it was agreed that:

1. I will work with OFM on the formalities of accepting the $100,000 Byrne grant allocation to support operations of the Program Office, including the contract between OFM and DIS called for by the Governor. OFM is in the process of drafting a contract.

2. OFM will seek $150,000 through a 2004 supplemental budget request for the Justice Information Board, to support the operations of the Program Office. The process will not require any action from stakeholder agencies (other than Garry and OFM).

3. The Interagency agreement will remain in effect, but will ultimately be amended to reflect funding of the operations of the Program Office in support of the Board.

**Justice Information Network Program Office**
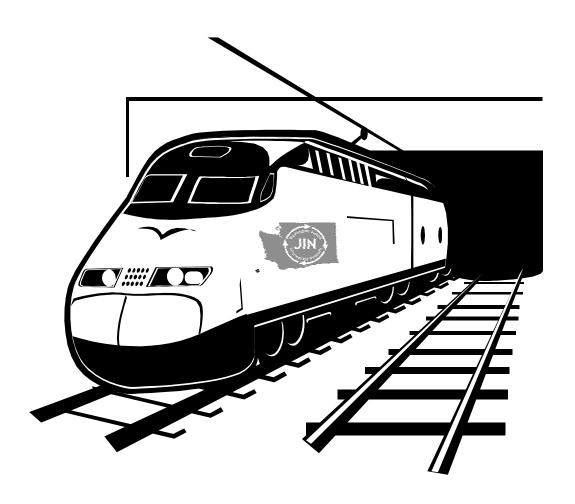**Draft Operating Budget FY 04**

| Revenue | |
|---|---|
| Interagency Agreement | 96,000 |
| Byrne Grant | 100,000 |
| DIS Contribution | 51,900 |
| | |
| **Total Revenue** | **247,900** |
| | |
| **Operating Expenses** | |
| Salary & Benefits | 111,600 |
| Travel | 2,400 |
| Telephone | 600 |
| Web Services | 25,000 |
| Facilities | 4,800 |
| LAN/WAN Support | 4,000 |
| Office Services | 1,600 |

| | |
|---|---|
| **Agency Support (Overhead)** | **13,500** |
| **SafeHarbor Development Cost** | **30,000** |
| **Summary Offender Profile Hosting** | **55,000** |
| **September 2004 Report** | **25,000** |
| **RCW reorganization manual** | **10,000** |
| **Website Redesign** | **25,000** |
| **Total Operating Expenses** | **308,500** |
| **Anticipated Shortfall** | **(60,600)** |

Center for Society, Law and Justice (CSLJ) Update

The CSLJ has completed its survey of JIN participants and is currently analyzing the data. They will conduct a facilitated strategic planning session for Board members, designees and key participants on Tuesday November 18 from 10 AM to 4 PM.

# Effort Needed for Development and Deployment
## of the
## Justice Information Network
## (ENDDJIN)



**Request for Information**
**October 2003 (DRAFT)**

INTRODUCTION

1.1   Purpose

The Integrated Justice Information Board (the Board) for the state of Washington is issuing this RFI to obtain assistance in the design and implementation of a statewide, integrated Justice Information Network (JIN). The Board is seeking solutions based on an open, distributed architecture using web services standards that improve the flow of information in a flexible and cost-effective manner.

The goal of the RFI process is to assist the Board in developing an integration plan addressing the following questions:

- What are the functional capabilities of an integration solution?

- What are the technical components and architecture of an integration solution?

- What are the predominant technologies involved in integration?

- How do the various solutions align with and support the existing technical infrastructure and operational requirements of the State?

- What are the initial procurement costs, implementation costs, and total cost of ownership of an integration solution?

- What are the impacts and risks associated with implementing an integration solution?

- What is the optimum order of implementation for an integration solution?

This RFI process may include a proof-of-concept to demonstrate the use of integration technology within the State.  This RFI is open to product vendors, value-added resellers, and systems integrators who believe their responses would add value to the state's understanding of integration solutions.

**1.2**  Overview of State Operations**.**

The justice process in Washington involves federal, state and local entities, including law enforcement officers, courts, prosecutors, and corrections.
The stakeholders in this process employ a variety of mainframe and server-based applications.  There are a variety of policies, rules, and standards relating to these systems.

The mission of JIN is to ensure that
    Any justice practitioner in the state will have complete, timely and accurate information about any suspect or offender.  This information will come from data that has been entered only once; and will be available on a single workstation with a single network connection from an automated statewide system.

JIN has four current goals:

1.  **Information about justice status will be complete and accurate;**

2. **Information about justice status will be timely;**
3. **Information about justice status will be entered only once;**
4. **Information about justice status will be accessible to all practitioners in a single computer session method;**

JIN will create the foundation for all future justice information sharing projects within the State enterprise and participating local government entities. Once implemented, JIN will give its participants the ability to exchange information and conduct transactions reliably, in real time, consistent with the individual operational requirements of the agencies. Generally, the JIN implementation should support the following:

- Manage movement and migration of data among applications.
- Support consolidated queries among applications.
- Provide business logic to support new capabilities, and publish/subscribe logic.
- Interact with existing technology, without the need to invest in major changes or upgrades to existing applications or infrastructure.

The governor and the legislature have endorsed the JIN effort and its governing board is established by statute. The law requires that the Board develop a plan for integration and submit it to the governor, the legislature and the supreme court by September 2004. The Board's membership includes the Chief of the Washington State Patrol, the Attorney General, Administrator for the Courts, the Chief Information Officer, the Secretary of the Department of Corrections, Director of the Department of Licensing and various members of the local justice community, including sheriffs, police chiefs, prosecutors, judges and county clerks. Additional background is available on the JIN website at www.jin.wa.gov.

# 2   RFI TIMELINE

This RFI is being issued under the following *RFI Timeline*, which the Board may revise, as necessary. If respondents inform the RFI coordinator of their intention to submit a response, the RFI coordinator will notify them of any changes to the timeline or process. This information will also be posted to the RFI web page (see S. 3.2).

| RFI issued | October 27, 2003 |
|---|---|
| Respondent questions and comments due | November 7, 2003 |
| Responses to Respondent questions | November 24, 2003 |
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# 3  ADMINISTRATIVE REQUIREMENTS

**3.1**  RFI Coordinator

Upon release of this RFI, all Respondent communications should be directed to the RFI Coordinator listed below.

Brian LeDuc
JIN Program Director
1110 Jefferson Ave. SE
Box 42445
Olympia, WA 98502
(360) 902-9889
(360) 902-2982 (Fax)
BrianL@dis.wa.gov

**3.2**  RFI Questions
Respondents are encouraged to submit questions or comments concerning this RFI. Questions should be submitted, in writing (Fax or e-mail), to the *RFI Coordinator* (Subsection 3.1 ).  Written responses will be posted to the RFI web page (http://techmall.dis.wa.gov/procurement/procure1.asp) on a periodic basis.  The Board will not identify the Respondent that submitted the questions.

**3.3**  Delivery of Responses
Responses should be submitted in electronic form along with ten paper copies by 5:00 p.m., local time, Olympia WA, on the date specified in the *RFI Timeline* (Section 2) to the RFI Coordinator (Subsection 3.1).  The preferred format for electronic responses submitted is MS Word 97/2000 or Adobe PDF. Responses should not be submitted via FAX.

**3.4**  Cost of Response Preparation
The Board will not reimburse Respondents for any costs associated with preparing or presenting a Response to this RFI.

**3.5**  Response Property of the JIN Program Office
All materials submitted in response to this RFI, except material clearly labeled as proprietary become the property of the JIN Program.  The JIN Program reserves the right to use any of the ideas presented in any material offered.

**3.6**   Proprietary or Confidential Information
Respondent agrees to maintain the confidentiality of any technical material provided in conjunction with the RFI.

Any information contained in the Response that is proprietary or confidential must be clearly designated.

To the extent consistent with chapter 42.17 RCW, the Public Disclosure Act, the Board will maintain the confidentiality of Respondent's information marked "confidential" or "proprietary". If a request is made to view Respondent's proprietary information, the Board will notify Respondent of the request and of the date the records will be released to the requester unless Respondent obtains a court order enjoining that disclosure. If Respondent

fails to obtain the court order enjoining disclosure, the Board will release the requested information on the date specified.

**3.7** Amendments/Addenda
The Board reserves the right to change the RFI at any time.

**3.8** Right to Cancel
The Board reserves the right to cancel or reissue this RFI at any time without obligation or liability.

**3.9** No Obligation to Buy
The Board will not contract with any Respondent as a result of this RFI. The release of this solicitation document will not obligate the Board or other Purchasers in any way. The Board expects, however, to use results of this RFI in drafting a competitive solicitation for the subject services.

**3.10** Electronic Availability

The contents of this RFI and any amendments/addenda and written answers to questions will be available on the DIS web site at: http://techmall.dis.wa.gov/procurement/procure1.asp . The document(s) will be available in Microsoft Word.

# 4    RESPONSE OUTLINE

Respondents are encouraged to write clearly and economically. The response should be assembled following the order listed below.

**4.1** Respondent Information
- Company Name
- Address
- Name of Primary Contact
- Phone number for Contact
- E-mail for Contact

**4.2** Executive summary
Respondents may provide an executive summary written in non-technical language summarizing the overall capability and approaches for implementing the solution.

**4.3** Respondent profiles
Respondents should include a brief synopsis of their company history, background, and market experience.

If the Respondent typically works with partners or subcontractors, a brief description should be included of the type of service those entities typically provide. If the Respondent recognizes a service that would be essential to the implementation, but

believes it to be outside the scope of the RFI, a description of those services should be included in this section.

**4.4** References

Respondents are requested to provide references currently using the proposed or similar solutions. The Board may contact references. If references are included in the response, please provide the following information:

1. Company name
2. Contact person
3. Contact person phone number
4. Contact person e-mail address
5. Brief description of system
6. Infrastructure
7. Hardware specific to the installation

**4.5** Technical and Administrative Response

**One of the main goals of this RFI is to educate the state on issues relevant to integration of the justice process. Respondents are requested to provide educational material, as appropriate, for each section, including discussion of the strengths and weaknesses of state planning efforts to date and of the solutions offered. This may include comments on the strengths and weaknesses of the JIN mission, goals and organizational structure (S. 1.2). Respondents may be asked to participate in discussions related to these issues.**

**For the following sections please provide information pertaining to the integration solution. If there are multiple solutions, provide information about each and give the recommended solution to be considered specifically for our environment and goals.**

**In addition to the material on the JIN website, Respondents may obtain further Technical information by contacting the RFI Coordinator. This material may be obtained on CD from the location specified in Section 3.1 or by providing the RFI Coordinator with an FTP site to which the material may be transferred.**

The Respondent shall propose an information technology architecture that can access information stored in participating agencies' operating systems and databases. Information exchange will be based as much as possible on national standards. The information shall be available through standard web browsers, and the system must also allow for application-to-application information exchange. The solution shall make optimal use of existing infrastructures, such as the IGN (Inter-Governmental Network), SGN (State Government Network) and current stakeholder applications and databases.

The Respondent shall deliver a plan for a fully operational, scalable system compatible with the existing criminal justice architecture statewide. This architecture will provide state and local criminal justice agencies with the ability to exchange information and collect electronic transactions securely, reliably and in real time regardless of existing technology infrastructures. This plan shall include the following documentation:

- System Design Document (including hardware/software requirements)
- Support and Maintenance Plan

### 4.5.1 Technical Components and Architecture

**Components**. Describe the major components comprising the solution (e.g., message brokers, index brokers, connectors, adapters, etc.); the nature and purpose of those components; and the role each plays in achieving the integration objectives and meeting the operational requirements of a typical client; and the benefits or disadvantages of each.

**Architecture**. Describe typical implementation/deployment from the perspective of hardware, operating systems, software, and communications.  Describe how proposed solution will work in jurisdictions of varying size with different resources and expertise.

### 4.5.2 Functional Capabilities

**General Capabilities** Discuss both the technical approach and operational methods the solution uses to achieve its integration solution:
- Data/application access
- Application indexing
- Data exchange
- Data migration
- Workflow management
- Transaction management
- Application/interface development
- Metadata management
- Data warehousing
- Reporting tools
- Administration tools

**Exchange methods** Discuss how the solution supports the five exchange methods among applications, based on the business objectives and operational requirements of the transaction:
- Query an information source
- Push information to a recipient agency
- Pull information from an agency
- Publish information for general ad hoc access
- Subscribe to an information source

**Performance metrics** Outline the typical metrics used to evaluate performance of this integration solution (throughput volume, transaction speed, application connectivity points, etc.), and the performance of your solution compared to those metrics.  Explain why those are the critical metrics to consider when evaluating an integration solution.

**Differentiating capabilities** Discuss how the methods, capabilities, and technologies of the proposed solution are superior to those of competitors.

**Security** Discuss how the proposed solution can provide an acceptable level of security, including user authentication and the delivery of data to varying categories of authorized recipients.

**Standards** Discuss how the proposed solution makes optimal use of national and state standards, including the proposed JIN technical components (Attachment A)

### 4.5.3. Predominant Technologies

What are the predominant technologies used by the solution to accomplish integration? Such technologies may include languages, protocols, dependent server/OS software, or even logical design concepts. Define the use, benefits and purpose of the technologies discussed.

### 4.5.4. Alignment to State Environment

**Operational Goals** . How does the proposed solution support the goals and objectives of JIN?
**Technical Infrastructure .** How does this solution support the state's environment? Include any assumptions that may present major obstacles if they were found to be incorrect.

### 4.5.5. Pricing and Total Cost

**Solution Price** Based on historical experience with clients, provide estimated pricing for a typical implementation of the solution. As appropriate, provide all information necessary to understand the unit breakdown of those costs (by server, by license, by user, etc.), assumptions about the deployment that comprises a typical implementation, and other factors that may influence the typical implementation.

**Other Costs** Describe other costs associated with a typical implementation (hardware, OS licenses, training, etc.). Please be as complete as possible to ensure our review does not assume that items are overlooked, implied, or not required.

**Maintenance Costs** Describe the maintenance environment and support operations required or typically employed.

### 4.5.6. Integration Industry Vision

Explain which technologies will either expand or emerge to become significant drivers in integration and why your company believes this technology trend will occur. Discuss how your solution will either leverage, incorporate, or interact with those technologies. Address any business, operational, or technical issues and risks.

**4.6** Proof of Concept (POC**)**
Each response should discuss the Respondent's willingness to develop a proof of concept or pilot at no cost to the state, including the timing, and any expectations or assumptions regarding the effort, particularly the level of effort required from state participants. Such an undertaking would likely involve the integration of two or more data sources; the development of an interface that mocks up an existing operational activity that would be

enhanced by the integrated access to these two data sources; and the ability to demonstrate this mock-up to stakeholders and management for a limited period (three-six months after connection of last proposed data source ).

POCs will be closely evaluated for total cost of operations and practicability. Respondents should include an operational plan, including, but not expressly limited to, functional requirements and operational strategies.  An operational plan for the POC should address:

- Administration (e.g. Documentation, Staffing, and Training)
- Change Management (e.g. Software Patches and Upgrades)
- Maintenance (e.g. Software and Hardware Maintenance)
- Technical Support (e.g. Call Management, Help Desk, and Staffing)

The ideal POC would include a state, county and city in different geographic locations.  A list of local entities willing to participate is available through the RFI Coordinator. Respondents should consider the following as candidates:
- Washington State Patrol
- Administrative Office of the Courts
- Department of Corrections
- Department of Licensing
- King County Sheriff's office
- City of Seattle Municipal Court
- Washington Association of Sheriffs and Police Chiefs
- Pierce County LINX
- Counties
- Other cities, towns, and jurisdictions

Respondents are encouraged to prepare a detailed  implementation plan for each POC describing the tasks to be performed by both the Respondent and the State, proposed timelines and strategies to accomplish these tasks, and risk management. Additionally, the implementation plan should include entrance and exit criteria to confirm the POC has met the requirements of the Board.

**4.7**    Implementation Plan
The Respondent will provide an implementation plan setting forth a timeline and identifiable benchmarks and increments for achieving the integration solution.  This plan will include a work breakdown structure, estimated budget and schedule.   The implementation plan should include all underlying assumptions and related risks, and should also set forth the resources required for operating and maintaining the integration solution.

The Board's plan is to use the material provided for educational purposes and to assist in the subsequent drafting of a full-scale request for proposal.  Respondents should endeavor to provide information that will help the Board answer the following questions:

- **What are the steps required to implement the solution?**
- **How much will it cost**
- **What will 3$^{rd}$ party and JIN constituents need to do?**

- **How long will implementation take and in what order should it proceed?**
- **How can we measure success?**
- **What resources are necessary for operations and maintenance after implementation?**

# APPENDIX A JIN Technical Components (DRAFT 1)

## Policy Recommendation

1. National justice standards for information sharing should be adopted when available.
2. De facto technical standards should be adopted when available.

## National Justice Standards Recommendations

1. Adopt the NLETS Rap Sheet 2.0 standard.

   **Discussion:** This standard has not been implemented yet and must still be reconciled to the JXDD Version 3.0.

2. Adopt the AMVAA Driver History standard.

   **Discussion:** This standard must still be reconciled to the JXDD Version 3.0.

3. Adopt the OASIS Legal XML Court Filing 1.1 standard.

   **Discussion:** This standard must still be reconciled to the JXDD Version 3.0 and revised to be compatible with web services messaging.

4. Study the use of the Justice XML Data Dictionary 3.0 draft standard.

   **Discussion:** This proposed standard is still a draft. Earlier versions are incomplete and lack a systematic data model. This version is semantically normalized, but it still requires extensive validation.

5. Study the inclusion of additional appropriate association standards.

   **Discussion:** A number of other justice agency standards need to be added. The fingerprint standard is a good example. Members of the TAG should identify these standards.

## De Facto Technical Standards Recommendations

1. Adopt the web services technology stack

   a. Define data standards using XML.

      **Discussion:** XML functions as a common language for connecting disparate legacy systems. Using it instead of native adapters raises short-run costs and lowers long-run costs.

   b. Use the HTTP binding.

**Discussion:** Other bindings are possible, but they have not yet been implemented for some web service standards.

    c. Use TCP/IP.

    **Discussion:** Although we do not control the evolution of IP networks, we may want to support the gradual change from Version 4 to Version 6.

    d. Use SOAP 1.2 or ebXML Messaging 2.0 for messaging.

    **Discussion:** These two messaging standards offer functionally equivalent core services. Most vendors support "traditional" web services like SOAP, but many national governments are moving toward ebXML.

    e. Use WSDL to describe the available web services.

    **Discussion:** Many popular vendor products support the use of or automatically generate appropriate WSDL code. This is true for .Net, Java, major relational databases, major application servers, etc. As the number of data exchanges (and the number of customers using them) grows, the use of WSDL to describe services will be increasingly useful.

    f. Use UDDI to publish the registry of web services.

    **Discussion:** We may not require a registry in the short-run. We may want to reuse a state government hosted registry. The ebXML registry offers a technical alternative.

2. Study the use of the ebXML architecture.

   **Discussion:** The ebXML architecture partially competes with "traditional" web services. The registries are not entirely compatible and there is no clean equivalent to WSDL. It adds architectural components for negotiating contractual terms and tries to standardize some common business elements. Work is on-going to provide more compatibility with traditional web services and new web standards where possible.

3. Adopt SSL and HTTPS.

   **Discussion:** SSL is just a part of the proposed web services security architecture and additional standards should be specified and used as appropriate. This is a fairly complicated discussion that warrants more extensive review.

September 29, 2003

Brian LeDuc
Program Director
Justice Information Network
1110 Jefferson St. SE
Box 42445
Olympia, WA 98504-2445


Dear Mr. LeDuc:

On June 5, 2003, you submitted a Technical Assistance Request Form to SEARCH, The National Consortium for Justice Information and Statistics.[1] I was asked to respond to your request, and have prepared this letter with that objective in mind. We had telephone conversations on June 26 and July 3 to discuss your request, and you forwarded a significant amount of material for us to review. We also provided a copy of our draft strategic planning template on June 26. I hope that document has been helpful in providing background information about planning for integrated justice in other states. I apologize for the delay in completing this formal response to your request; my travel schedule has given me little time to address these issues.

Based on the materials you provided and our conversations, it appears that there are four parts of your request for technical assistance:

1.   Assistance in strategic planning
2.   Selection of architectural alternative
3.   Assessment of implementation recommendations from MTG
4.   More concise statement of vision and purpose of organization

I will attempt to respond to each of these issues individually, below.

## 1. Assistance in strategic planning

We provided a copy of the draft document, ***Planning for Integrated Justice***, which represents the best thinking of SEARCH staff on this stage of the integration process. We recommend that you review this document carefully, determine which steps in the process already have been completed in Washington, and then plan to address remaining items as resources allow. Some of the recommendations contained in this letter are based on principles outlined in the planning document.

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[1] SEARCH provides onsite, no-cost assistance to state and local jurisdictions in planning for and implementing automated and integrated information systems. This assistance is funded by the Bureau of Justice Assistance, U.S. Department of Justice. Background on SEARCH, the National Technical Assistance Program, and the project staff is included in Appendix A.

In addition, SEARCH can review and comment on planning documents as they are prepared in the state of Washington, in a similar manner to the review of the MTG Management Consultants *Implementation Recommendations* and Justice Information Network (*JIN) Technical Architecture* documents contained herein.

## 2. Selection of architectural alternative

The JIN Technical Architecture document is very well done. It is comprehensive and of high quality. Three architectural alternatives are offered—point-to-point, hub and spoke backbone, and hub and spoke backbone with a master index. The selection is really not much of a choice—the hub and spoke with index is the only acceptable solution.

Point-to-point architecture is adequate and appropriate when the number of participating justice organizations is small, but there is an exponential increase in required interfaces as the number of agencies increases, as shown below.

| Justice Organizations | Point-to-Point Interfaces | Hub and Spoke Interfaces |
|---|---|---|
| 1 | 0 | 1 |
| 2 | 1 | 2 |
| 3 | 3 | 3 |
| 4 | 6 | 4 |
| 5 | 10 | 5 |
| 10 | 45 | 10 |
| 50 | 1,225 | 50 |
| 100 | 4,950 | 100 |
| 500 | 124,750 | 500 |
| 1,000 | 499,500 | 1,000 |

Given the geographical size of the state of Washington, and the hundreds of justice-related organizations within its borders, a point-to-point architectural model would be inefficient, expensive, and impractical. A hub and spoke approach would reduce the size and complexity of the network significantly.

There are likely more than a thousand justice-related organizations with computer applications running in the state of Washington. The scope of criminal justice within the state is so large that, even with the hub and spoke architecture, the time, cost, and burden of accessing each application to locate information is not a viable approach. The purpose of integrated justice is to get complete, accurate, and timely information into the hands of justice system officials, when, where, and in the format in which it is needed. Lengthy delays in assembling information will prevent the accomplishment of this objective. By creating a master index, the state will ensure that networks and applications are accessed efficiently and that response time is optimal.

While the architectural document is praiseworthy, there are a few issues that should be noted. Many of these issues may be related to a lack of complete understanding, since the document rightly assumes that readers in the state of Washington will possess knowledge that outsiders will not have. Nevertheless, the following issues are raised for your consideration.

### *Centralization of Assets*

Centralization of justice system applications and servers in one location is a concept that would not be acceptable in most states. The judicial branch and local governments in particular would object to having their resources under the control of a state executive branch agency. Most justice organizations desire to preserve the integrity of their internal processes, which requires confidentiality that is difficult to maintain when they do not have physical control of their applications. While centralization of assets is extremely efficient, most feel that this approach does not respect the independence of justice organizations and is not worth the cost savings that are realized.

If the justice community in Washington has agreed to this approach, then it offers many obvious benefits. JIN staff should exercise care in managing these resources to ensure that no incidents occur that might change the minds of policy leaders about centralization of the operation.

### State-centric Integration Architecture

There is implicitly, and sometimes explicitly, a focus on state organizations and applications within the technical architecture document. It was not clear the extent to which local justice organizations have participated in and support the architecture outlined in the document, which will be a key issue in determining the success of the endeavor.

Integration could be viewed as occurring on three levels. The first is simple access to information—how do we find out information about an individual or case that is stored in someone else's computer system? The second level is information exchange—how do we replace the exchange of information on paper with electronic approaches, so it can travel quickly enough and far enough to assist decisionmakers? The third level is having information find us—how can we be notified if a subject of interest is involved in a justice system event in another jurisdiction?

The first and third levels of integration suggest the need to build networks to be as broad and comprehensive as possible. The more information that can be obtained will result in better decisions being made. The second level of integration, however, is focused on operations, which is based almost exclusively at the county level. Cases are processed at the county level, for the most part. People are processed and supervised at the county level, for the most part. Even many state organizations, like Washington's trial courts, really operate at the county level. The integration architecture cannot be complete if it does not include local agency-to-local agency exchanges.

### Overly Specific Application Architecture

The application architecture gets right down to the definition of the look and feel of applications, which seems to be much too specific for integrated justice. If the technical architecture were being created for a single justice organization, or even for all state justice agencies, this approach would be appropriate. As written, it appears to prescribe to local agencies (and the vendors from whom they will purchase products) how their applications must look. This level of detail is not necessary for integrated justice and could discourage local governments from wanting to be equal partners in the enterprise.

## 3. Assessment of implementation recommendations from MTG

The following is an annotated list of implementation recommendations provided to the state of Washington by MTG Management Consultants. The annotations represent SEARCH's assessment or questions concerning each recommendation. Because the information provided in the documentation does not always provide complete background information, some comments below may require further discussion.

### Initiative A: Establish a New Justice Information Governance Structure

#### A-01 Establish JIN Governance Structure

Integration efforts require organizations that are both independent and interdependent to work together. Justice organizations are independent by branch of government (executive, legislative, and judicial), by level of government (federal, state, county, and city), by geography (multiple cities and counties in a state), and by justice discipline (law enforcement, prosecution, defense, courts, corrections, etc.). Despite the fact that each justice organization is independent with respect to the constitution, politics, organization, and budget, they are interdependent with respect to operations. The justice system can work only when each entity does its part. Often justice organizations are so focused on maintaining their independence that they forget how interdependent they are, making decisions about work processes and technology without consulting their information sharing partners, thus improving their internal operations to the detriment of the performance of the justice system as a whole.

For integration to succeed, it is necessary for these independent organizations to work together as an enterprise with respect to the information exchange points that exist in the justice process. In order to achieve this result, leaders of these entities must develop a joint decisionmaking structure and process that produces results that all can accept and support. This allows justice organizations to share resources, work, and sacrifices for the good of the whole. There is not one right way to govern integration—the essential characteristic is that the policy leaders of all the key justice organizations are on board with the approach.

If such a governance structure does not exist, it is impossible for the goals of integrated justice to be achieved. The state of Washington has had success in the past, but recognizes the limitations of the current structure. The

creation of an acceptable and effective governance structure is critical to success; if it cannot be achieved, all the other resources and efforts expended toward integration are wasted. This should be the number one priority for future action.

### A-02 Adopt JIN Portfolio Management Process

The governance structure is established to make policy-level decisions. Most of the work to achieve the goal of integrated justice occurs at business, technical, legal, and other levels. The governing body merely oversees these activities, under the umbrella of a strategic plan that charts the course for integration.

Because there may be hundreds of organizations involved in various projects that fall within the scope of the strategic plan, a formal process must be adopted to monitor and manage these activities. Again, there is no "one right way" to manage integration projects, but there are a few essential characteristics. First, the process must be effective, exercising the appropriate level of oversight to assure that all of the short-term steps are leading in the direction of the long-term goals. Second, the process must be efficient, providing maximum benefit with minimal expenditure of time and financial resources. In this respect, the level of management must scale to the level of activity being managed. Third, the process must be acceptable; each justice organization must "buy in" to the process and agree to work within its constraints.

It is apparent that the ISB portfolio management process that has been used in the past is a good model upon which to build a new process that will fit with the enhanced governance structure. Development of this process should continue as a high-priority activity.

### A-03 Prepare JIN Business Program Plan and Decision Package

It appears that the business program has been adopted and submitted to the Legislature, and has been funded.

### A-04 Initiate JIN Business Program

It appears that the JIN Business Program is currently being implemented.

### A-05 Annual Review of JIN Projects

The creation of a new governance structure may create the need to review past planning efforts. It is important that the individuals involved in the new structure have a sense of ownership of this process. At the very least, they should be asked if processes established for the prior group are acceptable, or if there should be a review.

Decisions about adding, deleting, and prioritizing JIN projects should be driven by goals, objectives, and strategies articulated in a strategic plan or equivalent document that has been accepted or adopted by the governing group.

### A-06 Revised Code of Washington Crime Classification Standardization

Offense coding is the single biggest data standardization issue in any integration project. Washington was the first state in the nation to involve the legislature in this effort, obviating the need for centralized management of offense codes by creating unique, unambiguous statutory citations for each chargeable offense.

## Initiative B: Create the JIN Technology Infrastructure

### B-01 Conduct Middleware Proof of Concept

There are many acceptable architectures for justice integration. Decisions about which architecture is best in a particular location are driven by a number of factors: existing technology and infrastructure, including maturity, functionality, and operating environment of these systems; size and complexity of the communication network; geography; population distribution; volume of information flow; and cost.

Washington's integration architecture includes elements of a number of different models, and appears to be well suited to the needs of the state. The use of middleware to facilitate information exchange is a sound decision for a large and diverse environment like Washington. Arizona and Maricopa County, Arizona, also are relying heavily on middleware technology to create interfaces between existing applications; their experiences might be valuable to the state of Washington.

### B-02 Establish Summary Offender Profile Environment

While the Implementation Recommendations document does not provide a lot of detail about the Summary Offender Profile (SOP) application, it appears to be a high priority in the justice community. It also appears to be an important tool for expanding access to information, the first level of integration. Clearly, integration resources should be applied to those projects most essential to meeting the goals of the effort, and SOP seems to be a logical choice.

### B-03 Establish JIN Technology Architecture Version 1

This appears to be the JIN infrastructure and some of the JIN applications, all of which seem to be appropriate high-priority items.

### B-04 Establish JIN Technology Architecture Version 2

The master index is an essential component for integration in Washington, providing efficiency and effectiveness in retrieving information from a large number of locations.

### B-05 Establish Connections with Local Agencies

Justice operates at the county level in Washington, and throughout the United States. Without connections to all of the local agencies, integration cannot be achieved. This is appropriately a high-priority. An issue, as surfaced in Minnesota, is that many of the local agencies may lack the resources and expertise to connect to the backbone, which implies greater state involvement in this effort in some cases, and an Application Service Provider (ASP) role for the state in others.


## Initiative C: Implement JIN Applications

Priorities for implementation of agency applications should be set by the governing authority, and the priorities should be reviewed periodically. The priorities suggested in the Implementation Recommendations are appropriate if they match the priorities of the JIN governing body.


## Initiative D: Construct Justice Workflow Information Exchanges

As with the previous section, information exchanges should be driven by priorities set by the JIN governing authority. There is no question of right or wrong in this regard, the process of balancing needs among the participating justice stakeholders will produce a set of priorities that should be followed.


## Initiative E: Sustain Community Integration Definitions and Standards

### E-01 Sustain JIN Planning Assets

This can be a very difficult issue. In integration, as in automation efforts, there are many activities that must be pursued that only provide indirect benefits to justice system stakeholders, but without them, the high-profile activities never could be sustained over long periods of time. A certain portion of JIN resources must be allocated to these overhead activities for the rest of the agenda to be successful. The JIN governing body should be aware and take responsibility for these essential maintenance projects and processes.

## 4. More concise statement of vision and purpose of organization

Several documents relating to the mission and goals of the justice enterprise were provided for review, and each contains similar information. In general, they propose a sound direction for the effort, but could be sharpened, focused, and made more concise and consistent. Chapter 3 of *Planning for Integrated Justice* contains a lengthy analysis and very detailed set of recommendations that might be of assistance; this material will not be repeated in the document. The amount of time that should be devoted to this effort should be sufficient to ensure that all JIN stakeholders understand and are comfortable with the direction of the organization as articulated in planning documents. Any additional time spent adjusting the language of these materials will not be productive. The overall purpose of integration is to support the justice system in doing its job of protecting the public, enforcing the law, and defending the rights of its citizens. The public should not live in fear of crime, and

criminals should be apprehended and punished quickly, providing that justice system officials can meet legal and constitutional standards for establishing their guilt. It is the responsibility of the justice system to perform this function for society.

Because our system of justice was designed centuries ago, it does not fit as well in the modern world as it should. While modest strides have been made to modernize justice system organization, communication, and information management, problems still exist in providing complete, accurate, and timely information to justice system decisionmakers. Paper is not an effective medium for sharing information in today's fast-paced, high-volume world. Many critical decisions are made without complete knowledge of the identity of offenders, their current legal status, and their criminal backgrounds. Integration is being undertaken to solve these problems and to replace paper processing with high-speed electronic communication.

Business, operational, and technology goals are essential to the success of an integration initiative, but high-level planning documents should stress the importance to the public of sharing justice information. This is all that government leaders, the media, and the public will know of the integration initiative and it should be focused to get their attention and answer their concerns.

Conclusion

Washington has made great strides in its efforts to integrate its justice system. Planning has been thorough and the approach is practical and realistic. While there are always ways to improve planning documents, a point is reached where resources should be allocated to doing the work, rather than ongoing planning. We applaud the work done by the state of Washington to this point and are optimistic about your ability to succeed in the future.

Sincerely,

Lawrence P. Webster
JIEM Project Manager